

State Planning Issues

Prepared for Governor Carney and the 151st Delaware General Assembly
Prepared by the Cabinet Committee on State Planning Issues



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Introduction

The Office of State Planning Coordination (OSPC) proudly presents this Annual Report on behalf of the Cabinet Committee on State Planning Issues (CCSPI).

Our state is part of the vibrant Mid-Atlantic region and is currently approaching a population of 1 million persons. Delaware benefits from our central location and is influenced by the millions of people and billions of dollars in economic activity nearby. The data and trends highlighted in this 2022 Annual Report illustrate how our location affects our growth.

- Net migration (number of out-of-state people moving here) has attributed more to the state's population growth than the number of births.
- People choosing Delaware as their home is fueling a residential housing boom, with most growth occurring in coastal Sussex County. The pace and location of this development is challenging all levels of government to provide infrastructure and services.
- In recent years, our manufacturing, distribution, and logistics successes can be attributed, in part, to our location along the Northeast Corridor and our access to regional markets. This is reflected in the concentration of these facilities in New Castle County.

We have a strong foundation to benefit from opportunities highlighted by these trends and address challenges they present. Planning is a collaborative effort involving the State, local governments, and the private sector. We have the tools and relationships to protect our environment and quality of life while growing our economy and adapting to a changing population.

Read on to see how State agencies have worked diligently to implement the State Strategies, best embodied in our new Strategies Implementation Team that will inform planning coordination at the State level. Similarly, local governments have been developing comprehensive plans and ordinances that are innovative and responsive to local conditions. Of note, this year the CCSPI recommended certification of the New Castle County Comprehensive Plan to the Governor, which represents over three years of work and addresses climate change, equity, and social justice.

This report culminates in a new section of recommendations to help State agencies work more closely with the CCSPI to meet demographics, land-use, housing, economic development, environmental, and transportation challenges. Thank you for your interest in planning Delaware's future.



Development Trends

Monitoring development activity over time allows State agencies to track the progress of State Strategies implementation. Insights from this year's data collection follow.

Introduction

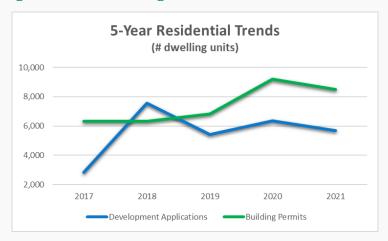
Growth management in Delaware is a collaborative effort between the State and all 60 local government jurisdictions. Every year, local governments collect building permit and development application data and submit them to OSPC for analysis. Statewide residential and non-residential land-use actions are mapped to determine the location and intensity of development over time. By overlaying development activity with State Strategies Investment Levels, it is possible to gauge the effectiveness of State Strategies Implementation. The analysis results can help agencies create near-term strategies and actions for managing growth.

Residential Trends

The numbers of dwelling units in approved development applications and building permits issued by local governments are used to interpret residential development trends. Since 2017, residential development statewide has increased dramatically (See Figure 1). There was a notable

increase in building permit activity from 2019 to 2020 coinciding with the housing boom that occurred during the pandemic. Post boom, permits and applications declined in 2021 and showed the first significant drop in building permits in over a decade.

Figure 1: Total Dwelling Units Over 5 Years



County-specific development approval data show significant variations among the three counties. Despite a drop in the statewide total, Sussex County experienced a tremendous amount of developer speculation in the residential market as shown in the one-year 37% increase in potential units (See Table 1). Conversely, New Castle County and Kent County

both saw large one-year declines in potential dwelling units with decreases of 43% and 59% respectively.

Table 1: Annual Change in Potential Dwelling Units

Residential Development Applications (# potential units)

County	2020	2021	Change (%)
New Castle	2,555	1,450	-43%
Kent	1,016	421	-59%
Sussex	2,793	3,822	+37%
Total	6,364	5,693	-11%

Building permit data also show variations among the counties. Sussex County units stayed relatively level with a one-year 6% decrease (See Table 2). Despite this decline, the last two years were the highest numbers reported in Sussex County since data collection began in 2008. New Castle County also stayed level with a 3% decrease over one year. Kent County went from an all-time high in 2020 to a 24% decrease in 2021. These trends show that while development may have peaked in 2020, it did not slow significantly in 2021.

Table 2: Annual Change in Dwelling Units

Residential Building Permits (# units)

County	2020	2021	Change (%)
New Castle	2,299	2,221	-3%
Kent	1,318	1,008	-24%
Sussex	5,582	5,256	-6%
Total	9,199	8,485	-8%

Non-Residential Trends

Total building square footage in approved development applications and building permits issued by local governments are used to interpret non-residential development trends for commercial, office, industrial, and institutional uses. Since 2017, non-residential development statewide started out level before jumping significantly in 2019 and 2020 (See Figure 2). In 2021, the square footage dropped drastically but remains relatively high compared to historic numbers. This boom was likely driven by several large warehouses that were proposed in recent years. The three largest warehouse/logistics projects last year were all in New Castle County and over 240,000 square feet.

Figure 2: Total Square Footage Over 5 Years



County-specific development approval data show that New Castle County continues to have the majority of potential square footage for non-residential projects (See Table 3). This is likely due to the access to I-95 and other favorable roads as well as proximity to job centers like Wilmington and Newark. New Castle County experienced a one-year decrease of 41% in 2021, but the figure is still the third largest number since 2008. Kent County and Sussex County both saw large one-year declines in potential square footage with decreases of 51% and 54% respectively.

Table 3: Annual Change in Potential Square Footage

Non-Residential Development Applications (potential ft^2 in <u>thousands</u>)

County	2020	2021	Change (%)
New Castle	7,451	4,372	-41%
Kent	1,194	580	-51%
Sussex	1,442	661	-54%
Total	10,087	5,613	-44%

Building permit data shows major variations in non-residential activity among the counties. Kent County more than doubled its square footage in one year with a 143% increase (See Table 4). This number is due to the construction of the Delmarva Corrugated facility in Dover. New Castle County experienced a one-year 66% drop from its all-time high of 7,429,329 square feet in 2020. Sussex County stayed relatively level with a one-year increase of 6% in 2021. This year marks only the third year since 2008 that Sussex County has been over 1,000,000 square feet of non-residential permits.

See more on the Development Trends
Dashboard! devtrends.stateplanning.delaware.gov

Table 4: Annual Change in Square Footage

Non-Residential Building Permits (ft² in thousands)

County	2020	2021	Change (%)
New Castle	7,429	2,492	-66%
Kent	450	1,094	+143%
Sussex	1,039	1,103	+6%
Total	8,918	4,689	-47%

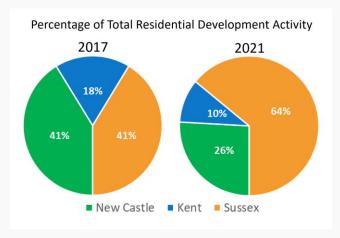
Key Findings

The preceding trends data represent high-level changes observed over five-year and one-year periods. The next step is to interpret the data to determine the contributing factors and forecast the societal impacts. **Three key findings** emerged from the analysis that have long-term impacts to local communities and the State's infrastructure spending (See Figure 6). For more detailed data, see Appendix A and the online Development Trends Dashboard.

Rapid Development in Sussex County

Homebuilders have found a niche market in coastal Sussex County for retirees migrating to Delaware and those looking for vacation homes. Many residents move to Delaware for the significant tax savings versus higher cost metro locations, such as New York or Washington, D.C. Figure 3 shows a comparison of total residential development activity (development applications and building permits) per county in 2021 versus 2017. New construction of high-end homes is in high demand, but many residents are finding that coastal Sussex is quickly becoming overwhelmed by higher traffic and rising housing costs. The data show the current rate of development has not slowed, which will have long-term impacts on the provision of infrastructure and State services.

Figure 3: Residential Development Activity by County



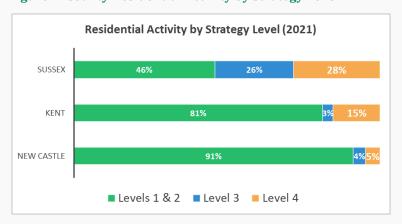
Residential Activity in Level 4 Areas

Residential development activity in Sussex County is disproportionally located in Level 4 areas where conservation and preservation should be prioritized. Figure 4 shows the proportions of total development activity (development applications and building permits) per county by State Strategy Level in 2021. Twenty eight percent (28%) of Sussex County's total activity was in Level 4 in 2021.

This is happening for three primary reasons. First, Sussex County is experiencing tremendous pressure by private

developers to build in rural (Level 4) areas. Second, the majority of the county's rural land area is zoned Agricultural Residential (AR-1), which allows two dwelling units per acre and is commonly referred to as "by-right" development. Two units per acre is a density that should not be considered "rural" and is therefore misleading to County residents and state officials. And third, there are not enough incentives to direct Sussex County developers to Levels 1 and 2 areas that are better prepared to manage this new development.

Figure 4: County Residential Activity by Strategy Level



The full long-term cost of this development pattern to the State is unknown. There are also a myriad of quality of life and environmental concerns that come with sprawling development trends. The State is responsible for constructing infrastructure and providing public services; therefore, there is a long-term cost burden to the State for developing in Level 4 areas. Also, the loss of natural land in Level 4 areas is counterproductive to the State's climate change mitigation and natural resource protection goals.

Warehousing and Logistics Growth

Delaware continues to attract large-scale warehousing, distribution, and logistics development projects. In 2020, New Castle County welcomed the Amazon.com Boxwood Road facility and the DOT Foods warehouse near the interchange of Route 72 and Route 1. In 2021, the largest project in New Castle County was the Breakthrough Beverage distribution center at 282,528 square feet. This activity has coincided with the rise of e-commerce, which experienced a sharp increase in demand during the pandemic and is not likely to slow down soon.

While warehousing and logistics were the largest non-residential projects in New Castle County, the other two counties had more varied projects (See Figure 5). In Kent County, the largest project was the Delmarva Corrugated manufacturing facility at 457,500 square feet. A 223,431-square-foot assisted living facility in Lewes was the largest project in Sussex County.

Figure 5: Largest Non-Residential Projects in 2021

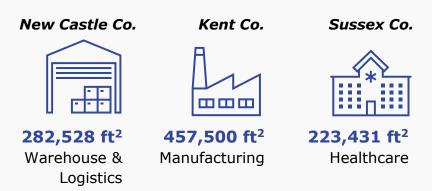


Figure 6: By the Numbers

State Funding for Services and Infrastructure

Delaware's State government funds many services and infrastructure needs...



85% State Roads

\$559,756,000

Federal and state capital transportation funding for FY22



\$135,628,900

State police personnel and budget for FY22

100% State's Largest Police Force



\$13,913,594

State paramedic program funding for FY22

30% **Paramedics**

Including a variety of support for public education...



90%

Public School Transportation



60-80%

Public School Construction



\$246,018,000

Education Bond Bill Funding for FY22



60%

Public School Operations

Strategies Implementation Team

The implementation of State Strategies requires the coordination of policy decisions across all State agencies. The State Strategies Implementation Team (SIT) is envisioned as a team of subject matter experts that will act in an advisory role to the Cabinet Committee.

Intro to SIT

As noted previously, the Office of State Planning Coordination (OSPC) development trends data reveal substantial increases in residential permits issued in Level 4 areas, primarily in unincorporated Sussex County. Level 4 areas are typically rural areas that are least desirable for development and where the state encourages conservation. The cost of developing these areas would primarily be assumed by the State as new roads, infrastructure, and services are needed.

Recognizing the need for fresh collaboration on strategies implementation, an ad hoc group of agency planners from the Department of Agriculture (DDA), the Department of Natural Resources and Environmental Control (DNREC), the Department of Transportation (DelDOT), and OSPC met to discuss recent trends and how to improve coordination of

local land-use and state spending. Initially, the focus was on development pressures in Level 4 areas but was then broadened to consider implementation within all levels, such as methods to encourage more housing diversity in Levels 1 and 2. This group became the SIT and has met four times over the past year. These discussions generated numerous ideas, some of which helped formulate the Cabinet Committee on State Planning Issues (CCSPI) recommendations in the final section of this report.

Role of SIT

In an advisory role to the **CCSPI**, the **SIT** could monitor the development trends data, and coordinate on agency policies, projects, and initiatives to ensure agency work is aligned with the guidance in State Strategies. State agencies have existing tools to implement the State Strategies, and the **SIT** could help identify those tools and develop new ones to improve our efforts. As discussions continue, the group will evolve to meet the needs of the **CCSPI**.

Potential next steps include expanding representation to include all **CCSPI** agencies and continuing to evaluate ways to guide growth and preservation activities in accordance with the State Strategies for Policies and Spending.

Agency Accomplishments

This year, state agencies and their partners completed work that contributes to the implementation of State Strategies. This section celebrates those accomplishments and sets the stage for the year ahead.

Moving Forward

For more than two years, our State agencies have managed the COVID-19 recovery process while maintaining our commitment to public service through day-to-day business operations. Agencies have the added responsibility of managing stimulus funds, such as the Coronavirus Aid, Relief, and Economic Security (CARES) Act and the American Rescue Plan Act (ARPA). For example, the Division of Small Business (**DSB**) continued to support small business owners through reconciliation of CARES and ARPA funds, which ensures efficient and compliant use of government funding. Small businesses are the heart of Delaware's cities and towns, so State assistance helps promote economic growth in Level 1 and 2 areas.

There are similar stories across our agencies as we work through recovery and chart our paths forward. Our agency leaders and staff contribute to State Strategies implementation in many ways, so the following selection of accomplishments is only a sample of the work that is most applicable. Information was provided by agency staff and compiled by **OSPC**. The Cabinet Committee on State Planning Issues (**CCSPI**) is eager to shift our focus to moving forward as we continue to meet our state planning goals.

Planning at the State Level

State Strategies implementation begins with our agencies' plans and programs that impact development activity and conservation efforts statewide. Agency staff and partners work together on efforts to encourage growth and infrastructure spending in Levels 1–2, Level 3 where appropriate, and to encourage spending on agricultural preservation and natural resources in Level 4 areas, where conservation and preservation are critical.

In November of 2021, the **Climate Action Plan** was adopted. The Department of Natural Resources and Environmental Control (**DNREC**) led this effort, which will guide State decisions to minimize greenhouse gas emissions and maximize Delaware's resiliency. This plan is also a resource to local jurisdictions updating their comprehensive plans and/or preparing master plans associated with anticipated development.

Many agency efforts will contribute to successful implementation of this plan and other initiatives to mitigate climate change. The Department of Transportation (DelDOT) and DNREC are partnering to develop the Electric Vehicle (EV) Infrastructure Roadmap. This plan will coordinate the strategic locations of charging stations throughout the state and presents the opportunity to ensure that stations are concentrated in Level 1 and 2 investment areas near population centers. The plan will be published in early 2023 and will help Delaware gain access to approximately \$18 million in federal funds.

DNREC launched the **Tree for Every Delawarean Initiative** (**TEDI**). The trees will help Delaware reach its climate goals (by naturally reducing greenhouse gases), improve public health, and make developed areas more attractive to live and work. **DelDOT**'s Sustainability and Resiliency Division is developing a **Carbon Reduction Plan** over the next several months. This plan will contain transportation strategies to reduce emissions and will complement **DNREC**'s environmental efforts.

Tax ditches across the state are being impacted by operational and design challenges, changing land uses, and insufficient funding. **DNREC** hosted a Tax Ditch Modernization Workgroup to discuss these issues and brainstorm potential solutions. Recommendations are summarized in the **2021 Tax Ditch Modernization Workgroup Report** and progress toward these goals with respective stakeholders will continue.

Adherence to the principles of State Strategies will have numerous benefits to Delaware's climate goals. Preserving lands in Level 4 areas and directing residential and commercial growth away from these areas is a successful strategy. In FY22, the Department of Agriculture (DDA) and its funding partners awarded 54 new agricultural preservation easements for a total of \$10.9 million. That equals roughly 4,000 acres of lands preserved under the Aglands Preservation Program. In FY23, DDA has \$20 million for preservation easements. This is a historic level of funding for this program (See Figure 7).

DDA is also working on a project plan to create a farm incubator program to support new farmers. New interest in farming could help reduce the loss of agricultural lands in Level 4 areas. DNREC developed a Riparian Forest Buffer Action Strategy to meet or exceed the goal of installing 692 acres of riparian forest buffers in the Chesapeake Bay Watershed by 2025. So far 623 acres have been installed and DNREC is on track to meet the 2025 goal. These actions illustrate our agencies' commitments to addressing climate change and preserving natural lands.

The Division of Historical and Cultural Affairs (**DHCA**) adopted a new strategic plan, which will guide its work from

1,000,000 trees! Learn about TEDI: dnrec.alpha.delaware.gov/tedi

2022 through 2026. In the next several months, **DHCA** will begin the update to the **State Historic Preservation Plan** and will begin development of a new online application and tracking system for the **Historic Property Tax Credit (HPTC)** program. These initiatives are critical to ensure the State meets its conservation and preservation goals.

Other state-level planning efforts implement State Strategies by encouraging responsible growth in Level 1, Level 2, and where appropriate, Level 3 areas. The Delaware State Housing Authority (DSHA) revised the Low-Income Housing Tax Credit (LIHTC) and Housing Development Fund (HDF) programs to require that all proposals are located in Levels 1–3 areas. DSHA also modified the LIHTC application to provide incentives for projects in close proximity to infrastructure and resources, such as shared-use pathways, transit, and community amenities. These efforts support statewide planning by encouraging in-fill development compatible with existing communities.

DSB continued partnering with the Council on Development Finance and the Prosperity Partnership to promote business growth in Level 1 and 2 areas and to promote the Downtown Development Districts.

DelDOT is updating two major plans that will guide statewide infrastructure investments for years to come. The updated **Delaware State Freight Plan**, which sets freight policies and programs federal freight dollars, is nearing final adoption. The plan was developed in collaboration with Delaware's three Metropolitan Planning Organizations (MPOs). **DelDOT** is also working hard to program federal

transportation dollars from the **Infrastructure Investment and Jobs Act (IIJA)**, commonly known as the Bipartisan Infrastructure Bill, which will allow DelDOT to deliver more projects over the next few years.

The Department of Health and Social Services (**DHSS**) distributed more than \$17.1 million in loan funds, through the Drinking Water State Revolving Fund, to water providers to aid in the construction of public water systems. These systems are critical for public health and must be coordinated with the location and pace of development without undermining the principles of State Strategies.

Many initiatives at the State require monitoring of development activity so business operations can be adjusted accordingly. New growth in a community has an impact on emergency services response times. The Department of Safety and Homeland Security (DSHS) continued focusing its efforts on reducing response times and providing efficient services by evaluating its physical locations. DSHS is currently planning two new Delaware State Police (DSP) troop locations (Troop 4 and Troop 6).

As part of **DSHS**, the Delaware Emergency Management Agency (**DEMA**) is required to update the **State Hazard Mitigation Plan (SHMP)** every 5 years and has contracted

\$18 million for EVs! Learn about the Roadmap: deldot.gov/Programs/NEVI

with a consulting firm and the University of Delaware (UD) to update the plan to the 2023 federal standards. Kickoff meetings with State agencies and stakeholders were held in Summer 2022 to discuss the process and timeline. Information gathering and the establishment of committee working groups are both underway.

In addition, COVID-19 pandemic-related supply chain issues have significantly increased construction costs, which has a direct impact on State infrastructure spending. **DOE** is working on a **Budget Escalation Review Process** for school project budgets to ensure that anticipated capital expenditures are in line with industry standards and utilize cost efficiencies. This assessment is necessary to ensure sustainable funding for Delaware's schools. This is only one example of work our agencies are doing to adapt to rising costs.

Table 5: State-Level Resources

Climate Action Plan

dnrec.alpha.delaware.gov/climate-plan/

Tax Ditch Workgroup Report

<u>documents.dnrec.delaware.gov/swc/Drainage/Tax-Ditch/2021-Tax-Ditch-Modernization-Report.pdf</u>

DHCA Strategic Plan (2022 - 2026)

history.delaware.gov/strategic-plan-2022-2026/

AgLands Preservation

agriculture.delaware.gov/agland-preservation-planning

Planning at the Community Level

The next level of State Strategies implementation happens with our agencies' plans and programs that are more focused at the local community level. State agencies partner with local government officials to develop more detailed plans that ensure that state investments are made in the most efficient ways and provide benefits to communities.

DHSS is investing in new and expanded health facilities that will consolidate services, increase access to public health resources, and incorporate energy and spending efficiencies. In Smyrna, DHSS is working with the Office of State Planning Coordination (OSPC) and the Town of Smyrna to develop a master plan for major capital investments at the Delaware Hospital for the Chronically III (DHCI) site.

Governor Carney and agency staff tour the DHCI site



The plan will include a new 72,000-square-feet hospital and an approximately 25,000-square-feet expansion of the Division of Public Health Laboratory. **DHSS** will use approximately \$85 million in ARPA funds to complete the projects.

In New Castle, **DHSS** has initiated a **Delaware Psychiatric Center Feasibility Study**, using roughly \$200,000 in ARPA funds, to evaluate the potential for a new Behavioral Health Campus. These significant public service investments are consistent with State Strategies because the projects will be located on existing sites in Level 1 investment areas and close to the populations served. This is preferable to greenfield sites outside of developed areas because existing infrastructure can be expanded more efficiently.

State agencies have opportunities to comment on local government comprehensive plans throughout the entire development process, which culminates in the Preliminary Land Use Service (PLUS) review. **DSHA** continued its coordination efforts this year by providing technical assistance on a range of housing issues to several local governments, including those that submitted comprehensive plans through PLUS. For example, **DSHA** assisted New Castle County with its comprehensive plan, titled "NCC@2050," by presenting at two public workshops and assisting with the development of housing strategies.

As part of **DelDOT's Corridor Capacity Preservation Program**, an update to the **Ultimate Plan for State Route 1**is currently underway. The plan lays out a connected series of service roads and access management improvements that

are connected to existing and planned grade-separated intersections. The plan stretches from Frederica to Lewes and will form future capital projects and/or developer-funded improvements. The goal of the plan is to preserve existing capacity; therefore, improvements are not meant to accommodate more intense land-uses than anticipated in the local governments' comprehensive plans. The plan will be shared with stakeholders and the public through the fall of 2022 and winter of 2023.

To support economic development, **DelDOT** funded more than \$12 million for eligible projects in the latest three rounds of the **Transportation Infrastructure Investment Fund (TIIF)** (see Table 6). The program helps attract new businesses by assisting with local transportation improvement costs.

Table 6: TIIF Funding and Jobs

Jobs Created or		
Maintained	Grants Awarded	TIIF Round
689	\$9,277,100	3
69	\$978,722	4
198	\$2,082,793	5
956	\$12,338,615	Total 3-5

Through its **Resilient Community Partnership Program**, **DNREC** is preparing to assist the Town of Fenwick Island with a resiliency plan, which will evaluate tidal flooding and

identify potential impacts to Fenwick through 2050. This community support is beneficial to Delaware's small towns that often do not have the resources for highly specialized planning studies.

Transportation planning at the community level is crucial to ensure that travelers have a variety of mode choices and that future investments are consistent with State Strategies and anticipated development activity. **DelDOT** and its MPO partners are constantly working on a variety of planning studies and master plans to generate new capital projects. Milestones this year include, but are not limited to the following:

- The Churchman's Crossing Master Plan update was adopted in January of 2022. It includes recommendations for transportation improvements and land use strategies to guide the future of the study area. More info: www.wilmapco.org/churchmans/
- The City of New Castle Transportation Plan is nearing completion and final adoption is anticipated by the end of 2022. The plan will enhance the city's multi-modal system with recommendations for gateway improvements, pedestrian and bicycle safety, and potential redesign of streets. More info: www.wilmapco.org/cityofnewcastle/
- The I-95 Cap Feasibility Study is engaging the community to evaluate the possibility of capping a portion of I-95 in Wilmington to reconnect communities displaced by interstate highway

construction. Public outreach continues through the Fall of 2022 as concepts and recommendations are developed. More info: www.wilmapco.org/i95cap/

DelDOT takes master planning one step further in the formation and management of **Transportation Improvement Districts (TIDs)**. These districts are formalized by agreements with local governments and provide districtwide capital programs and predictable developer fees to implement the planned improvements. A sample of TID information is found in Table 7.

Members of the Newark TID project team engage with the public at Newark Community Day



Table 7: TID Status Updates

TIDs In Operation	County	
These 4 TIDs had project milestones this past year. More than \$13 million in total developer funds have been received so far.		
Westown	New Castle	
Eastown	New Castle	
Southern New Castle County	New Castle	
Henlopen	Sussex	
TIDs Nearing Adoption	County	
The development of these 2 TIDs is almost complete and are anticipated to be in full operation by the end of 2022.		

TIDs In Development	County
Southeast Milford	Sussex
Newark	New Castle

These 3 TIDs are in development and substantial progress on the technical analyses and administrative setup was made this year.

Little Heaven	Kent
South Frederica	Kent
Cheswold Area	Kent

Table 8: Community-Level Resources

NCC@2050

ncc2050.newcastlede.gov

Corridor Capacity Preservation Program

deldot.gov/Programs/corr_cap

TIIF Program

deldot.gov/Business/subdivisions

Resilient Community Partnership Program

dnrec.alpha.delaware.gov/coastal-programs

TID Program

deldot.gov/Programs/transportation-improvement-districts

Policy Updates

The implementation of State Strategies is affected by occasional policy changes, whether legislative, regulatory, and/or internal policymaking. It is important to regularly evaluate these changes to determine how they impact State Strategies implementation long term.

Recently, multiple legislative and regulatory changes that impact education planning and funding were enacted. During the 151st General Assembly, Senate Bills 327 and 270 (Senate Substitute 1) were passed. Senate Bill 270 requires **DOE** to develop safety evaluation criteria for public school facilities and provide a means for completing free safety

assessments. **DOE** must develop the program resources by January 1, 2024.

Senate Bill 327 requires all three counties to include an "educational element" in the next update of their comprehensive plans after January 1, 2023. Kent County's 2028 plan update is anticipated to be first unless a county decides to update their plan early. DOE is developing guidance that is due by July 1, 2024. A greater focus on education planning will have positive benefits to State Strategies implementation, but this planning relies on reliable enrollment projections. OSPC is working with DOE on a plan to ensure these projections are sustainably funded and available to all stakeholders.

In addition, the **Register of Regulations** lists an amendment to **14 DE Admin. Code 405**, which increased the **Minor Capital Improvement Threshold (26 DE Reg. 17)** for school districts. The final rule, effective September 1, 2022, increased the threshold to \$1 million from \$750,000 and changed the eligibility of certain types of school facilities improvements. These changes help ensure sustainable **DOE** funding for school districts.

DSHA renewed its commitment to the PLUS process by reevaluating and strengthening the format of its housing comments. PLUS is critical to **DSHA** because it provides the opportunity to review land-use proposals from a fair housing perspective and incorporate recommendations from the

"2020 Statewide Analysis of Impediments to Fair Housing Choice." In similar fashion, DDA changed its internal policy regarding comments on PLUS projects in Level 4 areas. DDA now opposes these projects in writing.

DNREC adopted the **Green Energy Fund** regulations in early 2022 **(25 DE Reg. 721)**. The program continues to provide approximately \$3 million per year for renewable energy projects to Delmarva Power and its customers. These funds help retrofit older structures and contribute to the State's infill redevelopment and adaptive reuse efforts. Many of these structures may be in Level 1 and 2 areas, although the number is unknown.

DHCA implemented changes to unmarked burials and skeletal remains guidance, based on revisions enacted in House Bill 194. The bill modified 7 Del. C. c. 54, which impacts property owners and developers who encounter unmarked remains. It is important for property owners and developers to know the regulations and best practices for developing a site and handling these remains in a respectful manner with input from the local community.

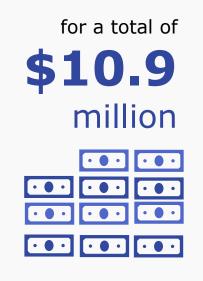
State agencies should keep State Strategies implementation in mind when policy changes affect business practices, to ensure that future decisions are consistent with the principles set forth in State Strategies.

Figure 7: By the Numbers

Delaware Agricultural Lands Preservation Program

In FY22, the Department of Agriculture (DDA) and its funding partners awarded...





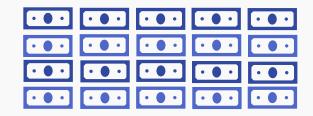
...that equals roughly 4,000

acres of lands preserved under the Aglands Preservation Program.



In FY23, DDA has...

\$20 million for preservation easements.



This is a **historic level of funding** for this program.

The Cabinet Committee in Action

The Cabinet Committee on State Planning Issues (CCSPI) acts in an advisory role to the Governor. The following is a summary of actions taken over the past year, which directly affected State Strategies implementation.

Meetings

The **CCSPI** meets whenever there are state planning issues to review and/or actions to take. Between July 2021 and August 2022, the Cabinet Committee met four times.

September 30, 2021

March 2, 2022

June 2, 2022

July 18, 2022

Actions

During their meetings, the Cabinet Committee discussed and approved their 2021 Annual Report on State Planning Issues, approved two comprehensive plan extensions, and

coordinated with New Castle County on the approval of the comprehensive plan update, which is pending certification by Governor Carney. In addition, the Cabinet Committee heard a dispute resolution between the Office of State Planning Coordination (OSPC) and Sussex County.

NCC@2050

County plans must be reviewed by the **CCSPI** twice, initially during plan development and again prior to adoption. The **CCSPI** determines whether to recommend certification of the plan to The Governor's Office.

The New Castle County Comprehensive Development Plan, last certified in 2012, was due for their 10-year update. The County began the public outreach and planning process in June 2020 and released a draft in December 2021, titled "NCC@2050." The draft plan was presented at the March 2022 CCSPI meeting to solicit feedback from member agencies. The County was recognized for the variety and

Learn more about the CCSPI:

stateplanning.delaware.gov/ccspi

extent of their public outreach through in-person meetings, virtual workshops, and forums. In addition to the required elements of a county plan, New Castle County included additional elements to address climate change and hazard mitigation, and environmental and social justice.

The plan is consistent with State Strategies demonstrated by where growth is encouraged and where land preservation efforts are focused. The plan outlines strategies to direct development and increase employment opportunities near existing services, primarily found in Investment Level 1 areas. Additional strategies expand housing options in communities with existing transportation networks, community resources, and employment. Natural resource and agricultural preservation efforts are encouraged in Investment Level 4 areas, which are less populated and lack the infrastructure to support dense development.

A deadline extension was granted by the **CCSPI** at the June 2022 meeting to accommodate requests for additional outreach. The final draft was reviewed at the July 2022 meeting, and the **CCSPI** voted unanimously to recommend certification to the Governor. The plan was adopted by County Council on July 26, 2022, and is awaiting certification.

Dispute Resolution

In June 2021, Sussex County applied for a comprehensive plan amendment through the Preliminary Land Use Service (PLUS) to change the future land-use of five parcels, totaling 897 acres, from Rural to Developing. Based on a review of the State Strategies and comments received through the PLUS process, **OSPC** objected to the amendment.

OSPC participated in two public hearings in November and December 2021. OSPC's position throughout the negotiation process was consistent with the PLUS letter: the plan amendment was inappropriate in the Level 4, rural area. The Sussex County Council approved a modified version of the plan amendment on March 29, 2022. As approved, the Council changed three of the five parcels (618 acres) that were the subject of the plan amendment to the Developing Area future land-use and left the remaining two parcels unchanged.

The **CCSPI** heard testimony from **OSPC** and Sussex County at their March 2022 meeting. Sussex County testified this change was a result of a mapping error in the certified plan, and it was based on this testimony that the **CCSPI** recommended approval and certification of the plan amendment to The Governor's Office in July 2022.

Explore all of NCC@2050!

ncc2050-nccde.hub.arcgis.com/



Data & Demographics

As Delaware's population approaches 1,000,000, it is increasingly important to coordinate on statewide data initiatives.

Census State Data Center

The Office of State Planning Coordination (**OSPC**) acts as the Governor's liaison between the State of Delaware and the U.S. Census Bureau. **OSPC** is responsible for disseminating Census communications to the State Data Center network and affiliates, supporting Census workshops for the affiliates network, and responding to public inquiries. Webinars from the Census included using data.census.gov and the Census Business Builder Tool. Next year, we hope to revamp the website to add more resources and draw more attention to the State Data Center.

Population Consortium

The Delaware Population Consortium (DPC) is the State authority for demographic and population projections. These projections are vital to effective land use planning, economic development, school planning, and other State functions. The DPC provides updated projections every October and is in the process of generating projections

through 2050. By 2025, it is predicted that the number of deaths will exceed the number of births (See Figure 8). Therefore, our growth will be solely driven by net migration versus natural increase.

GIS Initiatives

Geographic Information Systems (GIS) applications and data integration is one of Governor Carney's Government Efficiency and Accountability Review (GEAR) initiatives. This year, OSPC, the Delaware Geographic Data Committee (DGDC), and the FirstMap team successfully acquired new aerial imagery and land-use/land-cover data statewide. Fortunately, the State was able to use American Rescue Plan Act (ARPA) funding for these data collection projects since there is no dedicated funding for GIS data.

In addition, **OSPC** made progress on the State Land Inventory. The Department of Technology and Information (**DTI**) initiated the development of a GIS software application that will ultimately be one authoritative cross-agency inventory of State land, facilities, and resources.

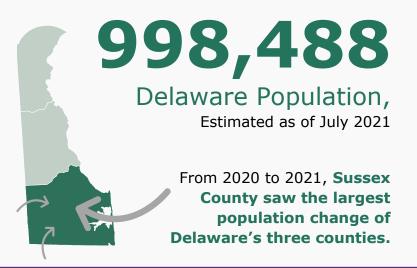
It is projected Delaware will reach 1,000,000 persons in 2022.

Figure 8: By the Numbers

Delaware Demographics

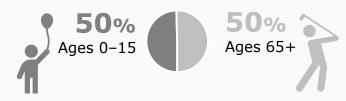
Source: Delaware Population Consortium

Delaware's population is reaching 1 Million...

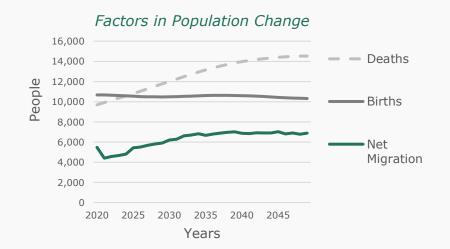


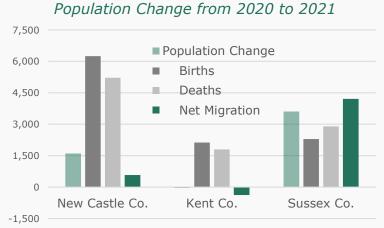
495,939
Total Labor Force,
Estimated as of July 2021

Outside the workforce...



Delaware's population growth is driven by net migration...





Land-Use Coordination

The following is a summary of land-use planning activities, annexations, and Downtown Development District investments this past year.

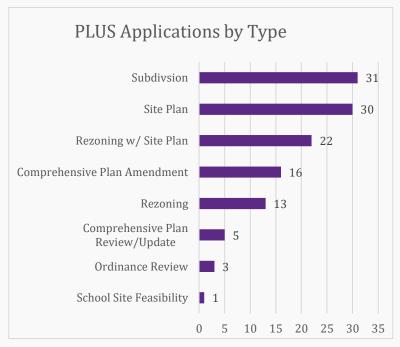
Preliminary Land Use Service (PLUS)

PLUS is an opportunity for property developers to participate in a State-agency review process to receive feedback on any unforeseen issues. This review process is intended to shorten the timeframe projects are in the planning phase by getting any issues resolved before the project proceeds to the local jurisdiction for review and approval. Through the PLUS process comprehensive plan updates or amendments are also reviewed. Between July 1, 2021, and June 30, 2022, the **State reviewed 121 PLUS applications**. These applications included comprehensive plan reviews, updates, and amendments, and rezoning requests, site plans, and subdivision plans. See Figure 9 for the numbers of applications this year.

Land-use approval decisions are made at the local government level and not by State agency reviewers during PLUS meetings. Therefore, members of the public have always been welcomed to attend, but public comments were not accepted. House Substitute 1 for House Bill 293 was

recently passed, which requires that all meetings of a public body allow opportunity for public comments. Therefore, the Office of State Planning Coordination (OSPC) began accepting public comments at the September 2022 PLUS meeting.

Figure 9: Number of PLUS Applications by Type



PLUS Modernization

OSPC successfully launched a major update to the PLUS system in January of 2022. As a Government Efficiency and Accountability Review (**GEAR**) initiative, the improved online application and mapping tools make the process more efficient, data-rich, and connected for applicants and agency reviewers. Initial feedback has been positive, and OSPC will continue working with system users over the next year to revise the interface to address comments received so far.



Municipal Annexations

Per Delaware Code (22 Del. C. §101), all annexations must be consistent with the most recently adopted comprehensive plan, be depicted as future annexation areas within that plan, and must be rezoned by ordinance to classifications consistent with the comprehensive plan or development strategy. Annexation plans help municipalities examine the impact of development in annexation areas.

Cities and towns are also required to prepare a Municipal Annexation Plan of Services for all annexations. The plan demonstrates how services are to be provided and the operating and financial capabilities necessary to support them. The Plan of Services collects property and land-use data and information about needed utility and public safety services. Between July 1, 2021, and June 30, 2022, OSPC processed 20 annexation Plan of Services applications totaling 963.78 acres of land proposed for annexation. Of those, ten applications equaling 697.10 acres have been formally annexed. The remaining applications are still in process.

Local Government Comprehensive Plans

Throughout the past year, Governor Carney certified six municipal comprehensive plans from Cheswold, Ellendale, Seaford, Smyrna, Townsend, and Wyoming. New Castle County's comprehensive plan, titled "NCC@2050," has been adopted by the County and is awaiting Governor Carney's certification. The City of Rehoboth Beach has also adopted its plan and is awaiting certification. Per Delaware Code (22 Del. C. §702 and 9 Del. C. c. 26, c. 49, c. 69), all local jurisdictions are required to review their comprehensive plans every 5 years and complete a full update and recertification every 10 years.

Looking ahead, **OSPC** is currently working with 11 municipalities in the 10-year plan update process. OSPC is also working with 13 municipalities in the 5-year review process to determine if their current plans are still applicable or if changes are needed before the next 10-year update.

Local governments are also required to monitor their implementation progress and document that in an annual report to **OSPC**.

To date, 34 municipalities and all 3 counties submitted comprehensive annual reports. Of those jurisdictions, 10 have noted that plan amendments may be needed at this time, 13 are working on or have recently updated their ordinances or zoning code, 8 municipalities are considering bike and/or pedestrian walkway plans or trails, and 5 are working to create a master plan or are working with DelDOT on a Transportation Improvement District (TID).

In addition, 19 local jurisdictions have identified issues that could benefit from technical assistance from **OSPC**. The requested assistance ranges from help with comprehensive plan amendment and zoning ordinances to identifying funding sources for projects with the municipality.

Highlights from this year's reports:

In **Middletown**, STA Pharma is expected to build a manufacturing campus that will employ approximately 400 by 2024, and the town is coordinating with **DelDOT** on the Eastown TID.

Newark is working with DelDOT on a TID and continues to work on their Sustainability Plan.

Smyrna allocated more than \$4.7 million of ARPA funds to numerous infrastructure and public utility projects and awarded \$488,000 in façade grants to downtown businesses.

To improve the quality of the water supply for their entire town, **Cheswold** has completed water distribution to 80% of "Old Town," and is currently conducting an engineering project to complete the remaining 20% for its residents.

Dewey Beach is working on a GIS stormwater infrastructure mapping project to improve resiliency.

Sussex County announced a series of open space purchases that will protect four parcels in eastern and central Sussex where they are experiencing increased development pressure. In total, this acquisition will **preserve 151 acres of agricultural and wooded lands**.

In 2019, **OSPC** added an additional question to the report questionnaire to determine if there were opportunities to provide technical assistance for resiliency related projects. **OSPC** coordinates with **DNREC** through the Resilient and Sustainable Communities League (RASCL) regarding the answers received for this question to ensure that if money becomes available for a project reported on the annual report, then **DNREC** is aware of the needs of the jurisdictions. Several municipalities are working to create Resiliency and/or Sustainability plans. This year 19 local jurisdictions identified potential opportunities to partner with the State.

Explore all comprehensive plans! https://redclay.wra.udel.edu/wpplan

Downtown Development Districts

Since 2014, the Downtown Development District (DDD) program has helped revitalize downtowns throughout the state by providing incentives for a variety of projects (See Table 9). **OSPC** works closely with the **Office of the Governor** and the Delaware State Housing Authority (**DSHA**) to implement the program, which aims to spur private capital investments, stimulate job growth, increase housing opportunities, and improve the vitality of neighborhoods.

Table 9: Designated Downtown Development Districts

There are currently **12 DDDs**, listed below by their year of formal designation:

2015	2016	2019
Wilmington	Smyrna	New Castle
Dover	Harrington	Delaware City
Seaford	Milford	Middletown
	Georgetown	Clayton
	Laurel	

The primary incentive is the State's **DDD Rebate Program**, which is administered by **DSHA** and provides up to 20% of eligible construction or redevelopment costs within

designated districts (See Figure 10). In addition, our local government partners have provided investors with a variety of local incentives, such as tax abatements, permit fee waivers, impact fee waivers or reductions, business license fee waivers, and other financial incentives. They have also provided expedited processing and direct assistance that have value difficult to calculate in monetary terms.

The Division of Small Business (**DSB**) manages a consultant contract to provide marketing and project coordination assistance to the DDD communities. The consultant's scope includes, but is not limited to, education and consultation with municipal staff, evaluation of DDD incentives and coordination with other economic development incentives, advancement of public–private partnerships, and the marketing of projects through investor networks. Fiscal Year 2021–22 was the third year of the contract.

The **DDD Resource Team**, which includes representatives from **DSB**, **DSHA**, **and OSPC**, guides the work of the consultant contract. The team meets regularly to develop strategies to assist DDD communities with active marketing of projects, coordination with investors, and the administration of rebates and other incentives.

Three districts are set to expire in 2025. Staff is coordinating with district staff on renewal procedures. Upon approval, a renewal would extend a district for an additional 5 years.

Visit the DDD Story Map: https://bit.lv/2tDoWmI

Figure 10: By the Numbers

Downtown Development Districts

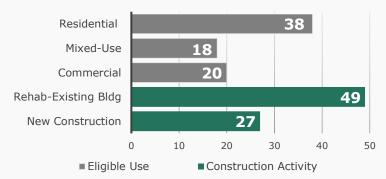
In FY22, the Downtown Development Districts (DDD) program sponsored...

Designated **Districts**

12 57 Small **Projects**

Large **Projects**

Eligible Use and Construction Activity



In FY22, the DDD program leveraged state funds for private investments...

• • • State Funds **Private Investments**

\$10.8 million in DDD funds leveraged

in private investment.



Recommendations

Based on the preceding input from our state agencies, this section summarizes the key challenges we face and presents recommendations to guide the work of the CCSPI, agency staff, and their partners in meeting these challenges.

Recommendations for Consideration

To help Delaware meet its state planning challenges and continue the implementation of State Strategies, agency staff and Cabinet Committee on State Planning Issues (CCSPI) members developed the following set of recommendations. The intent is not to implement all of them over the next 12 months, but rather to maintain an ongoing set of recommendations that can be monitored and adjusted each year. The CCSPI can work with the Strategies Implementation Team (SIT) to prioritize these recommendations and integrate them into the work programs of the individual agencies.

Challenges and Recommendations

1. Demographic Projections

Demographic data forecasts from the Delaware Population Consortium (DPC) are required for planning and policy purposes (29 Del. C. § 9152). DPC requires consulting services to prepare the annual figures. The current arrangement with the University of Delaware is informal and funding is unpredictable. Ancillary products are also important, such as school enrollment projections needed to satisfy the requirements of Senate Bill 327.

1a. Continuity of Demographic Data

Work with the Delaware Population Consortium (DPC) members to develop a sustainable plan for funding and contractual services to produce the annual data. In addition, develop a reliable and consistent process for obtaining and interpreting school enrollment projections for use in the education element of county comprehensive plans, per Senate Bill 327. *Sources: DOE, OSPC, DelDOT*

2. Emerging Land-Use Compatibility

Emerging technological and societal trends can create land-use conflicts between existing and new uses. For example, the demand for renewable energy, such as solar and wind, will increase as the Climate Action Plan is implemented and sometimes projects are met with opposition from agricultural landowners. Also, freight truck traffic is often undesirable in local communities even though the warehousing and distribution building trend will likely continue, like the New Castle County trend presented earlier.

2a. Renewable Energy and Agriculture

Develop policy guidance and provide planning assistance to local governments for the siting of renewable energy facilities, such as solar and wind, to ensure compatibility with agricultural land uses. *Source: DDA*

2b. Freight as a Good Neighbor

Consider providing planning assistance for local governments to integrate elements of the Delaware State Freight Plan into their comprehensive plans to prepare for and attract freight activity on appropriate routes. *Source: DelDOT*

3. Housing Development Practices

Local land-use practices and real estate market forces are continuing the boom in single-family housing development, which frequently occurs in Level 4 areas where conservation should be encouraged. These practices make it difficult to meet conservation and climate goals, strain the State's infrastructure budgets, and are often incompatible with fair housing goals, which limits the availability of diverse housing options at lower price points. Contributing factors include, but are not limited to:

- Affordable housing developments often face strong community opposition.
- The predominant residential zoning is singlefamily homes, which limits housing options and creates barriers for some. This is evident in the development trends for Sussex County (as presented earlier).
- Housing at lower price points is often not located near opportunities, such as jobs and high-performing schools.

3a. The Cost of Development Decisions

Develop new methods for calculating the long-term costs of providing state services for land-use actions that are inconsistent with State Strategies. Evaluate the quality-of-life and climate change impacts of disconnected Level 4 land uses. These figures would help agency leaders make policy decisions. *Sources: DelDOT, DNREC*

3b. Governance of Housing Supply

Review Delaware State laws and regulations that affect the local governance of housing supply in comparison to similar states that have addressed housing challenges and consider potential policy changes to help meet Delaware's fair housing goals. *Source: DSHA*

3c. Local Reform of Housing Policies

Throughout the development and implementation of local comprehensive plans, consider additional technical and financial support for communities to implement zoning changes that lead to more diverse housing options and monitor the implementation of these plans to track the percentage of affordable housing over time. *Source: DSHA*

3d. Incentives for Favorable Development

Consider the creation of additional incentives from Cabinet agencies for any residential development project that is consistent with State Strategies <u>and</u> increases the diversity of housing supply. *Source: DSHA*

4. Economic Opportunities and Barriers

There are multiple State programs and incentives encouraging economic development; there are also infrastructure needs and criteria that most new businesses rely upon. In addition, there are sometimes barriers for small businesses to redevelop or reuse brownfield or grayfield sites in developed areas where infrastructure already exists. These sites are consistent with State Strategies and prepared for growth.

Tools for combining this information are needed to reduce barriers and highlight opportunities for sites that are ready for growth.

4a. Ready in Delaware

Develop a consolidated map of site characteristics and available incentives for a one-stop shop approach. In addition, consider new financial incentives for development that is consistent with State Strategies investment levels, such as higher incentives in Levels 1 and 2. *Sources: DSB, OSPC, DNREC*

4b. Reuse of Brownfields and Grayfields

Consider new methods to identify and promote the redevelopment and/or reuse of underutilized or abandoned lands in developed areas, such as brownfields or grayfields. *Source: DSB*

5. Infrastructure for Health, Safety and Welfare in Rural Areas



State infrastructure investments for health, safety, and welfare in rural Level 4 areas could inadvertently spur development interest in surrounding lands. This infrastructure is usually not designed for additional growth and would require significant capital investments for upgrades if development does occur.

5a. Manage Investment Impacts

Consider potential actions to ensure that State infrastructure investments for health, safety, and welfare in rural Level 4 areas are consistent with State Strategies and do not accommodate more intense development of the surrounding land uses. *Source: OSPC*

5b. Preserving Vital Transportation Corridors

Consider coordination of multiple agency funding sources to successfully manage access along State Route 1 (SR1) per DelDOT's updated Corridor Capacity Preservation Program transportation plan for SR1 to prevent more intense development of the surrounding properties. *Source: DelDOT, OSPC*

6. Healthy Community Resources

Many Delawareans do not have access to community resources that contribute to improved health, such as locally grown food, natural areas with adequate tree cover, and safe bike and pedestrian facilities.

6a. Local Food Programs

Develop policy guidance and provide planning assistance for local jurisdictions to create local food systems. Programs could encourage in-fill development, redevelopment, and adaptive reuse in Level 1 and 2 areas. *Source: DDA*

6a. Urban Forestry Programs

Develop policy guidance and provide planning assistance for local jurisdictions to create urban forestry programs. They could encourage in-fill development, redevelopment, and adaptive reuse in Level 1 and 2 areas. *Source: DDA*

6a. Walkable and Bikeable Communities

Consider improvements to the coordination of policymaking and infrastructure investments in safe bike and pedestrian

facilities that provide active transportation in developed areas. *Source: DNREC*

7. Clean Energy Transition Assistance

The Climate Action Plan outlines strategies for Delaware to meet its climate change challenges. Local governments have a large role to play in implementing the plan and must be prepared for emerging trends in transportation and energy.

7a. Local Resiliency Planning

Support local government efforts to plan for the impacts of climate change, such as planning assistance for resiliency plans, sustainability plans, and providing guidance to ensure comprehensive plans address climate change. *Source: DNREC*

7b. Reducing Emissions from Transportation

Develop policy guidance and provide planning assistance for local governments to transition to electric vehicle fleets and provide public and residential vehicle charging. Provide education and best practices for the implementation of SB 187, which requires municipalities with more than 30,000 persons to develop a permitting process for residential curbside charging. *Source: DNREC, DelDOT*

7c. Energy Building Codes

Develop best practices and educational resources for local governments to implement updated energy building codes. *Source: DNREC*

8. Meeting all Challenges

These recommendations could help Delaware meet all the challenges presented in this report.



8a. Enhancements to CCSPI

The Cabinet Committee on State Planning Issues (CCSPI) is comprised of Cabinet agency leaders, but not all agencies are official members. Evaluate the responsibilities and membership of the CCSPI to determine if changes would be beneficial. *Source: OSPC*

8b. Comprehensive Plan Amendment Process

Review the comprehensive plan amendment process and consider improvements to clarify the actions of the CCSPI, reduce potential conflicts with local jurisdictions, and make the process more transparent and efficient. *Source: OSPC*

8c. Foundational GIS Data Acquisition

Aerial imagery, land-use/land-cover, and LiDAR data are foundational datasets in the State's FirstMap Geographic Information System (GIS). Develop a dedicated funding plan to ensure long-term availability of these datasets. *Source: OSPC*

Examples of Downtown Development District (DDD) residential projects

